THE LEGISLATURE – STATE OF NEW YORK

Legislative Commission On Expenditure Review

Parole Resource Centers Program



Program Description
August 1979

STATE OF NEW YORK

LEGISLATIVE COMMISSION ON EXPENDITURE REVIEW

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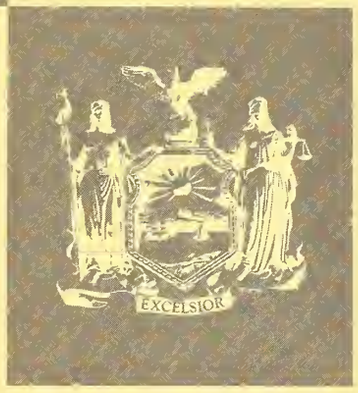
Parole Resource Centers Program


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SUMMARY AND CONCLUSIONS

This report concerns the Parole Resource Centers Program operated by the New York State Division of Parole. The program's purpose is the provision of short-term residence for offenders who are on parole, but without resources in the community. Program goals have evolved since the project's inception, and the target population has changed due to recent and significant modifications in eligibility criteria.

This study is a non-evaluative effort which discusses program development, and identifies key elements of current program policy and operation. Included is statistical information compiled by LCER from an examination of case folders for all offenders entering the five parole resource centers (PRCs) during the first quarter of fiscal year 1978-79. A brief definition of terms used is given in Exhibit S-1.

Program Policy and Operations

From September 1971 through December 1977, the Parole Resource Centers Program was operated by the New York State Department of Correctional Services. During this period, the department was responsible for assisting and supervising offenders released from State and local penal institutions prior to expiration of their sentences. It was and remains responsible for the operation of its correctional facilities, and the custody, care, and rehabilitation of offenders confined in them.

Pursuant to Chapter 904 of the Laws of 1977, the Division of Parole was separated from the Department of Correctional Services and established as an independent executive agency effective January 1, 1978. The Division of Parole assumed the powers and obligations of the department regarding the supervision of inmates released to the community, and became responsible for operating the Parole Resource Centers Program.

Parole policy is formulated by the Board of Parole, which consists of not more than 12 members appointed by the Governor with the advice and consent of the New York State Senate. One member is designated by the Governor to serve as Chairman and chief administrative officer of the Division of Parole.

Since the program's inception, the Board of Parole has approved the release of inmates to resource centers. In doing so, it exercises its authority to grant parole to eligible persons, and determine when and under what conditions release will occur. The board is also responsible for: setting minimum periods of imprisonment when that function has been declined by the court; establishing the conditions of release for indeterminate sentence prisoners who have earned a conditional release; and revoking parole or conditional release in the event of violation of the conditions of release.

Exhibit S-1

Terminology Used

Definite Sentence--A "fixed" sentence of definite length to a local correctional facility for one year or less. It is mandated for all misdemeanor convictions where incarceration is the sentence, and may be imposed by a court in certain felony cases.

Indeterminate Sentence--A sentence of a felon to a State correctional institution for a minimum period of at least one year set by the court or the New York State Board of Parole, and a maximum term of no less than three years set by the court.

Parole--The discretionary and stipulatory release from a correctional institution of a person serving an indeterminate sentence, after service of the minimum period and before the maximum term has been served. The release is made by the Board of Parole under conditions agreed to by the parolee. The parolee is supervised by the Division of Parole until the maximum term of imprisonment expires or the Board of Parole, in its discretion, grants an absolute discharge from parole. Service of the sentence continues throughout the parole period. Parole may be revoked and the parolee returned to the correctional institution if he violates in an important respect any condition agreed to upon release.

"Early Parole"--A non-legal term describing the release of an inmate on parole prior to his anticipated release date. For example, an offender who has not been paroled at the expiration of his minimum period or periods of imprisonment is granted a future hearing before the Board of Parole for reconsideration and release. His release prior to this regularly scheduled hearing would constitute "early parole." When the board has fixed the minimum period of imprisonment, it can reduce the period, within statutory guidelines, to permit an "early" release to parole. Under no circumstance, however, can an offender be paroled before he becomes "parole eligible" upon serving a minimum period in its entirety.

Conditional Release--Mandatory release of a person serving an indeterminate sentence from a correctional institution when "good time" allowed him is equal to the unserved portion of his maximum or aggregate maximum term. "Good time" is an accumulation of discretionary time allowances for good behavior in prison which reduce the maximum term(s) of imprisonment by up to one-third. Conditional release is only upon request of the inmate, who agrees to meet obligations imposed by the Board of Parole. He is subject to supervision in the community. Service of the sentence continues throughout the release period.

The release of a person serving a definite sentence is mandatory, unconditional, and absolute release if it is based on the application of good time against the unserved portion of the sentence. Alternatively, an inmate serving a definite sentence with a term or aggregate term in excess of 90 days may be conditionally released after a service of 60 days of that term. Release in this case is at the discretion of the board, is for a period of one year, and interrupts service of the sentence. Compliance with the conditions of release during supervision satisfies the portion of the term that has been held in abeyance.

Source: Correction Law, Penal Law.

Program Objectives and Selection Criteria

The initial project (September 1, 1971 to August 31, 1972) was titled "Experimental Community Treatment Facilities for Early Paroles" (ECTFEP), and entailed releasing selected inmates to parole supervision three to six months earlier than their parole eligibility dates. The program objective was to determine whether the Board of Parole could, with "reasonable safety," regularly grant early paroles to offenders in New York State correctional facilities.

The Parole Resource Centers II Project (September 1, 1972 to March 31, 1974) was an extension and expansion of the ECTFEP project. Its primary objective was to enhance the early parolee's chances of reintegration into the community by providing support during the difficult period of reentry, and improving his chances of obtaining meaningful employment and/or additional education and training.

Program objectives have evolved since the State first assumed funding responsibility in 1974. The Division of Parole regards the current effort as a short-term residence program for offenders released from correctional facilities who have few resources in the community. Supportive services have been deemphasized, and have not been provided uniformly.

In addition, residence is no longer restricted to early parolees. Centers are now open to all inmates who have made their regularly scheduled appearance before the Parole Board, including those whose release is approved (as of some "open date") subject only to formulation of a viable program of residence and employment. For such ODOP (Open Date-Own Program) inmates, admission to a resource center constitutes an acceptable program of residence (and reasonable assurance of employment when job placement services are available). Under the current guidelines, residence is also open to parolees or persons on conditional release who develop emergency housing needs.

To be eligible for direct release to a PRC, an offender should have no residence or employment. LCER's population survey of persons placed in PRCs between April 1, 1978 and June 30, 1978, revealed that 19 percent of the ECTFEP residents were released to the centers with job commitments, while no ODOP resident had a job on release. Of the 33 New York City area program participants, three ECTFEP parolees appeared to have a satisfactory alternative residence program as determined by a parole investigator.

Approximately 200 persons entered PRCs during 1978. The program population represented approximately three percent of all persons on parole or conditional release (6,996) during the same period, and approximately four percent of all parolees (4,973). ODOP participation in the program has increased over the last year, while ECTFEP participation has decreased steadily due to a shrinking pool of candidates acceptable to the board.

Centers, Services and Staffing

The initial ECTFEP project grant established four parole resource centers with a per diem capacity of 33 residents. During Phase II, the program was expanded to include nine centers with a per diem capacity of 130 offenders. A total of 843 parolees was released to the centers during the federal grant period.

Through early 1977, a maximum of ten centers was operating at any one time. By April 1, 1978, the number of contract agencies had decreased to five. The following centers provided residence to program participants in 1978:

- Holy Apostles Center (Manhattan) with a capacity of 14,
- Hannum House (Bronx) with a capacity of 16,
- White Plains YMCA with a capacity of ten,
- Build, Inc. (Buffalo) with a capacity of six, and

- Salvation Army Mens Social Service Center (Rochester) with a capacity of ten.

Hannum House and the White Plains YMCA have terminated their participation in the program. Contractual arrangements for FY 1979-80 provide for five centers with an aggregate per diem capacity of 55 residents, including four women.

All five centers with fiscal year 1978-79 contracts with the Division of Parole provided room and board, recreational facilities, and a daily cash allowance for transportation and incidentals. Personal and vocational counseling services were not provided uniformly, and the level and type of assistance available to residents varied among centers providing such services.

Each parole resource center is assigned a "liaison" field parole officer from the Division of Parole who is responsible for the resident caseload. Program operations are the responsibility of a full-time project director.

LCER Survey Results

LCER staff examined the case folders of all 48 inmates released to centers during the first quarter of fiscal year 1978-79 to obtain data on population characteristics, parolee employment status, and violation and/or arrest experiences during residence and after exit from the centers. Cases were followed during their stay in a PRC, and through March 1979 (a precise time frame could not be applied to each case due to difficulties in obtaining data on parolee status following residence). Folders frequently were not current, or contained no record of offender activity while in the PRC; therefore, field parole officers were contacted to determine the parolee's conduct during residence and/or his current status.

Data compiled by LCER staff were compared, when possible, with data presented in two Department of Correctional Services studies of the Parole Resource Centers Program. The source of most data used for comparative purposes is a study of all 113 (ECTFEP) parolees released to the four New York City YMCA centers during the third and fourth quarters of fiscal year 1973, just before the program was assumed under State funding. A 1974 statistical survey serves as another base of comparison; it presents data regarding a sample of 500 parolees residing in the PRCs during the period of federal funding.

Relative differences between resident populations and subpopulations of five percent or less were deemed insignificant. The single resident identified as an emergency referral (to Build, Inc.) was considered an ODOP resident to facilitate comparisons.

Although economic factors affecting employment were not analyzed, it was determined by LCER staff that the 1978 parole resource centers population was significantly less successful than the 1973 population in its ability to secure employment and avoid further criminal activity. However, it was also determined to be a high risk population relative to both the 1973 resident population and the 1971-74 sample of PRC program participants.

Generally, the 1978 ECTFEP group was comparable to earlier ECTFEP groups in terms of risk factor and performance. The relatively low success rates and high risk characterizing the 1978 resident population were associated with the inclusion of ODOP parolees. When compared with ECTFEP residents, the ODOP parolees comprised a relatively high risk group which was less successful in its efforts to reintegrate into the community.

Relative to the 1973 program population, the 1978 resident group reviewed by LCER had significantly higher percentages of: unskilled persons; offenders convicted of violent personal crimes; parolees released from maximum security correctional facilities; and parolees with prior commitments to correctional facilities. The 1973 group had a higher percentage of persons with prior convictions. No significant difference was found in the percentages of persons with prior arrest records, or parolees not married upon commitment.

The 1978 parolees followed by LCER also comprised a high risk population relative to the 1971-74 sample. The 1978 group showed significantly higher percentages of: persons released from maximum security facilities; offenders convicted of violent personal crimes; persons with prior arrest records; parolees without high school diplomas; and parolees with histories of drug and/or alcohol abuse. The earlier group was found to have a significantly greater proportion of residents under 21 years of age. No significant difference was found in the percentages of persons with prior convictions.

ODOP residents were less educated and vocationally skilled than their ECTFEP counterparts. A relatively high percentage of ODOP residents suffered from serious physical and/or mental disorders, and were unmarried upon release to the PRC. In relative terms, more ODOP parolees were convicted of violent personal crimes, and were released from maximum security facilities. The ODOP group had higher percentages of prior arrests, convictions, and commitments. ODOP parolees also had a less satisfactory record of institutional adjustment. In only two categories were ECTFEP parolees found to comprise the higher risk group. Relatively more ECTFEP parolees were under 25 years of age, and had histories of substance abuse.

The 1978 residents were less successful than the 1973 population in securing employment and avoiding recidivism during their stay in the centers. Seventy-nine percent of the 1978 group had no violation or arrest experience during residence compared with 96 percent of the 1973 population. While 1978 ECTFEP parolees had a high incidence of criminal activity relative to the 1973 (ECTFEP) population, they were less recidivistic than the ODOP parolees. In the aggregate 1978 parolees were less successful in securing employment while in residence than the 1973 parolees. The lower success rate is associated with the inclusion of ODOP parolees, who were not as successful as their ECTFEP counterparts.

No significant difference was found between the 1973 and 1978 population proportions of persons without violations or arrests after release from the PRC. However, the 1973 residents were followed longer than those cases reviewed by LCER staff. The 1978 group's rate of recidivism would probably increase were it possible to follow the parolees for the same length of time. No data concerning the employment status of 1973 parolees after they left the parole resource centers were available. A comparison of ECTFEP and ODOP employment rates showed the ODOP parolees to be a significantly less successful group.

Program Costs

A total of $1,460,949 was expended for the operations of the PRC/ECTFEP program during Phases I and II. Of this total, which includes State administrative costs (salaries, supplies, travel etc.), one-third was contributed by the State and two-thirds by the federal government.

From April 1, 1974 to December 31, 1978 approximately $1.9 million, exclusive of administrative costs, had been expended; it is estimated that a total of $224,129 was expended for the operation of the five contracting PRCs between April 1, 1978 and December 31, 1978. Annual expenditures have decreased since fiscal year 1974-75 as the number of contract centers has generally decreased.

Per diem costs per resident increased (approximately) 20 percent between fiscal years 1974-75 and 1978-79. In 1978, the average per diem cost per resident was $23; this compares with a mean per diem cost of $40 for an inmate of a correctional facility and $4 for a non-resident parolee.

LCER also attempted to estimate program costs of services which are not reflected in the contracts with PRCs, and have not been identified in previous studies of the program. Residents at one New York City PRC benefitted from approximately $46,000 in additional services normally available to all parolees and, in most instances, to the general public.

Conclusion

A change of program objectives has resulted in the current sharp focus on the provision of short-term residence for offenders released from prison who are without resources in the community, and a deemphasis on supportive services for center residents. Concomitantly, the Parole Board has modified eligibility criteria to make residence possible for higher risk inmates not released as early parolees. These changes are described by the Parole Board and Division of Parole as appropriate responses to the need exhibited by some offenders for temporary housing until they can develop a suitable residence alternative.

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FOREWORD

The Legislative Commission on Expenditure Review was established by Chapter 176 of the Laws of 1969 as a permanent legislative agency for among other duties, "the purpose of determining whether any such department or agency has efficiently and effectively expended the funds appropriated by the Legislature for specific programs and whether such departments or agencies have failed to fulfill the legislative intent, purpose and authorization."

This program description, Parole Resource Centers Program, is the seventy-fifth staff report. It may be considered a milestone.

This report shows how a program originally intended to house exclusively parolees released early from prison, who were considered good risks, was changed to serve any parolee needing a temporary residence. The result, as might be expected, was that the parolees served by the Parole Resource Centers in 1978 did not compile as good a record of community adjustment as did parolees served in earlier years.

The cooperation provided by the staff of the Division of Parole and by the directors and managers of the parole resource centers was crucial to the preparation of this report and is greatly appreciated.

In accordance with Commission policy, the report focuses on factual analysis. Recommendations and program proposals are not presented since they are in the realm of policymaking and therefore the prerogative of the Legislature.

The report was prepared by Margaret Rorer, Chairman, and Thomas Rood. Richard Spaulding served as editor while James Haag handled layout and production. Overall supervision was the responsibility of the Director.

The law mandates that the Chairmanship of the Legislative Commission on Expenditure Review alternate in successive years between the Chairman, Senate Finance Committee, and the Chairman, Assembly Ways and Means Committee. Senator John J. Marchi is Chairman for 1979 and Assemblyman Arthur J. Kremer is Vice Chairman.

Troy R. Westmeyer
Director

August 31, 1979

I PROGRAM POLICY AND OPERATIONS

This information report concerns the Parole Resource Centers Program operated by the New York State Division of Parole. The program's present purpose is the provision of short-term residence for offenders who are eligible for parole, but without resources in the community. It was established in September 1971 under a federal Law Enforcement Assistance Administration grant, and assumed under State funding on April 1, 1974.

There has been an evolution of program goals since the project's inception, and the target population has changed due to recent and significant modifications in eligibility criteria. This study is a non-evaluative effort which describes program development; its purpose is the identification of key elements of the current effort and important program population characteristics. Included is statistical information compiled by LCER from an examination of case folders for all parolees entering the centers during the first quarter of fiscal year (FY) 1978-79.

Sentencing and Types of Release

An understanding of New York State's sentencing system, parole, and other forms of release from correctional institutions is prerequisite to a discussion of program development.

Sentencing

There are two types of sentence in New York State--the definite or fixed sentence to a local correctional facility, and the indeterminate sentence to a State correctional institution. A definite sentence is for a fixed period of one year or less. It is imposed by a court and mandated for all misdemeanor convictions where incarceration is the sentence. It may be imposed for all class D and E felonies, and certain C felonies when the defendant is not a second or persistent felony offender.

An indeterminate sentence consists of a minimum period of imprisonment (at least one year) and a maximum term imposed within statutory guidelines. The indeterminate sentence commences upon the offender's receipt at a State facility.

The court must set the maximum term of imprisonment. Additionally, it is required to impose the minimum period for class A felons, class B or C violent felony offenders, and second or persistent felony offenders. In other cases, the court is empowered to set the minimum but may decline this function. A court-imposed minimum period must be less than or equal to one-third the maximum term in most instances. However, the minimum sentence for a second felony offender must be set at one-half the maximum term. For all class A felonies, the minimum is set by law within a range (i.e., murder second degree has a minimum range of at least 15 years and not more than 25 years, with a maximum term of life imprisonment).

When the court declines to set a minimum period, the New York State Board of Parole must impose one within 120 days of the offender's receipt at a State correctional facility (Section 259-i (1) of the Executive Law). The board is empowered to set minimum periods of at least one year or up to the maximum term imposed.

Chapter 904 of the Laws of 1977 establishes a framework for the process by which minimum periods of imprisonment are set by the Board of Parole. Board members are required to obtain all available information regarding the offender whose minimum will be set, and a personal interview of the inmate prior to the determination is mandated. The Parole Board is directed to adopt and utilize written criteria in making minimum period of imprisonment decisions.

The board adopted and began using such guidelines on January 1, 1978. In identifying the guideline range applicable to each case, the gravity of the instant offense and the individual's prior criminal record are considered. Board members also examine the following: type of sentence; length of sentence; the recommendations of the sentencing judge, the district attorney, and the attorney for the defendant; the pre-sentence probation report; and any mitigating or aggravating circumstances and activities prior to arrest and confinement. Written reasons for the board's decision must be provided the inmate in detailed and not conclusory terms. Whenever the minimum falls outside the guideline range established by the Parole Board, an explanation must be given in writing.

Parole

Parole is the discretionary and stipulatory release of an inmate of a correctional institution by the Board of Parole, the authorized releasing agency in New York State. Release entails compulsory supervision in the community until expiration of the maximum term of imprisonment, and conformance to conditions of release. Failure to conform may result in revocation of parole and return to the correctional facility. The offender continues service of his sentence throughout the period of supervision.

The purpose of parole is twofold: to promote the offender's rehabilitation and reintegration into the community, and reduce recidivism. It is theoretically designed to halt the debilitating effects of incarceration, assist and supervise the parolee during the period of reintegration, and secure the public safety.

Parole is an integral component of New York State's indeterminate sentencing system. The minimum period is that which the defendant must serve, less credit for any time spent in jail prior to commencement of the sentence, before he is eligible for parole. A parolee is assured discharge from supervision only when his maximum sentence expires. Persons on unrevoked parole for at least three consecutive years may be discharged by the Parole Board prior to expiration of the full maximum term.

The law requires that, at least one month prior to expiration of the minimum period of imprisonment, a panel of the Board of Parole personally interview the inmate to determine whether he should be released to parole supervision. A decision to release must not be based solely on an inmate's good institutional behavior and adjustment, but reflect an assessment of probable risk to the community. Section 259-i of the Executive Law directs that:

> Discretionary release on parole shall not be granted merely as a reward for good conduct or efficient performance of duties while confined but after considering if there is a reasonable probability that, if such inmate is released, he will live and remain at liberty without violating the law, and that his release is not incompatible with the welfare of society and will not so deprecate the seriousness of his crime as to undermine respect for law.

In accordance with guidelines adopted pursuant to Section 259-c of the Executive Law, the Parole Board also considers the following: the inmate's institutional record; performance, if any, in a temporary release program (which is often work related); and release plans including community resources, employment, education and training, and support services available to the inmate. In each case, the board is cognizant of the gravity of the instant offense and the inmate's prior criminal history.

If there is no contraindication to parole, the board orders release to parole supervision. The parolee must agree to be supervised by a field parole officer throughout service of his sentence in the community. He must accept in writing general conditions of release specified by the board and, in certain cases, special conditions related to his individual needs and problems. Special conditions of parole may be imposed by the Parole Board or the parole officer when he feels they are necessary for the effective supervision of the parolee. A violation of conditions of release in an important respect can result in the parolee's return to a State correctional facility to serve the remainder of his sentence.

When parole is not granted, a written explanation of the Parole Board's decision must be supplied the inmate. Reasons for denying release must be stated in detailed rather than conclusory terms (Section 259-i(2) of the Executive Law). The board must reconsider its decision at a subsequent hearing held not more than 24 months after the determination to deny the inmate's release to parole supervision.

Early Parole

"Early parole" is a non-legal term which refers to the release of an inmate to parole prior to his anticipated release date. At least one month before the expiration of the minimum period or periods of imprisonment fixed by the court or the board, the inmate is given a hearing before members of the Parole Board to determine whether he should be released at the expiration of the minimum period. If parole is not granted upon such review, the board specifies a future date (not more than 24 months from the determination) for reconsideration. Release prior to the next regularly scheduled parole hearing would constitute "early parole." Additionally, the board can reduce its minimum period of imprisonment determinations, within statutory guidelines, to permit an "early" release to parole. Under no circumstance, however, can an offender be paroled before he becomes "parole eligible" upon serving a minimum period in its entirety. Currently there are two "early parole" programs: ECTFEP and the Therapeutic Communities of America program at Arthur Kill and Bayview.

Conditional Release

Conditional release of an inmate serving an indeterminate sentence is statutory or mandatory release based on the application of good behavior time, or "good time," (a discretionary time allowance earned for good behavior while in prison) against the unserved portion of his maximum sentence (Section 70.30(4) of the Penal Law). Inmates on conditional release may have been denied parole at least once prior to release. Conditional release is only upon request of the prisoner who, like the parolee, is subject to supervision in the community, and must agree to meet obligations imposed by the Parole Board. While the law directs that conditions must be substantially the same as those imposed upon parolees, the person on conditional release is not required to submit a residence and employment program for the board's approval. Like the parolee, the person on conditional release continues to serve his sentence throughout the release period (Section 70.40(2) of the Penal Law).[1]

For a person serving an indeterminate sentence, release is mandatory when the good time accrued equals the time remaining on his maximum term. The prisoner may earn good time allowances up to one-third of the maximum or aggregate maximum term (inmates serving a maximum term of life imprisonment are not eligible to earn such allowances). Therefore, an inmate who has been denied parole may be released after service of two years of a three year maximum term, providing "good time" has not been lost through misconduct while incarcerated. Discharge from supervision in the community is assured upon expiration of the maximum term, although the Board of Parole may grant absolute discharge to persons on unrevoked conditional release for a minimum of three years.

Persons serving a definite sentence usually receive good time allowances not to exceed in the aggregate one-third of the term imposed by the court. Release based on such application of good time against the unserved portion of the sentence is mandatory, unconditional, and absolute. Alternatively, the Penal Law provides that an inmate serving a definite sentence with a term or aggregate term in excess of 90 days may, if he requests, be conditionally released after service of 60 days of that term. Release in this case is at the discretion of the Parole Board, and interrupts service of the sentence:

> Conditional release shall interrupt service of the sentence or sentences and the remaining portion of the term or aggregate term shall be held in abeyance. Every person so released shall be under the supervision of the parole board for a period of one year. Compliance with the conditions of release during the period of supervision shall satisfy the portion of the term or aggregate term that has been held in abeyance.[2]

Any violation of the conditions of release in an important respect requires that the remainder of the sentence be served in a local correctional facility.

Temporary Release

To avoid confusion, parole and conditional release should be contrasted with temporary release in New York State. The term "temporary release program" encompasses several programs of release (under the direction and control of the Department of Correctional Services) whereby prisoners are granted the privilege of leaving the premises of correctional institutions for given periods of time each day, or for short furloughs or leaves of absence.

At each correctional institution, a temporary release committee appointed by the Commissioner of Correctional Services is authorized to grant temporary release to eligible inmates. All determinations made by the temporary release committees must be consistent with the safety of the community as well as the welfare of the applicant. An inmate who is approved for release must agree in writing to all terms and conditions of his program. Additionally, each temporary releasee is assigned to a field parole officer for supervision, and is permitted outside the premises of the institution only within a specified area of confinement. Participation is a privilege which may be revoked at any time, and the inmate who violates any provision of the program is taken into custody and subject to disciplinary procedures.

Generally, eligible inmates are those confined in institutions who are eligible for release on parole, or who will become eligible for release on parole or conditional release within one year. An inmate denied parole is not eligible until he is within one year of his next scheduled appearance before the Parole Board. The program excludes any person

convicted of an escape or absconding offense, and the commissioner's written approval of participation is needed for persons convicted of: inflicting serious physical injury upon another; a sex offense involving forcible compulsion; or any other offense involving the use or threatened use of a deadly weapon (Sections 851 through 861 of the Correction Law).

A person granted temporary release may be a participant in one of the following programs, which involve leaving the premises of an institution for a period not exceeding 14 hours a day:

- "Work release," for the purpose of on-the-job training or employment;
- "Community services," for participation in religious services, volunteer work, or athletic events;
- "Educational leave," for educational or vocational training;
- "Industrial training leave," for participation in an industrial training program.

The inmate participating in the "furlough" program may leave the institution for a period not exceeding seven days for the purpose of seeking employment, maintaining family ties, solving family problems, seeking post-release housing, or attending a short-term educational or vocational training course. A "leave of absence" may be granted an inmate, who need not be eligible for other forms of temporary release, for the following purposes: to visit a close relative who is near death; to attend the funeral of such person; or to receive necessary medical or dental treatment which is not available in the correctional institution.

Administration

From September 1971 through December 1977, the Parole Resource Centers Program was operated by the New York State Department of Correctional Services, in which the Division of Parole was subsumed. The Board of Parole, while statutorily structured as an independent agency, was dependent on the department for administrative and staff support. During this period, the department was charged with assisting and supervising offenders released from State and local penal institutions prior to expiration of their sentences. It was and remains responsible for the operation of its correctional facilities, and the custody, care, and rehabilitation of offenders confined in them.

Pursuant to Chapter 904 of the Laws of 1977, the Division of Parole was separated from the Department of Correctional Services and established as an independent executive agency effective January 1, 1978. The Board of Parole was separated from the department and continued with its authority and functions. All powers and obligations of the department regarding the supervision of inmates released to the community devolved upon the Division of Parole, which became responsible for the Parole Resource Centers Program.

Board of Parole

The Board of Parole consists of not more than 12 members appointed by the Governor with the advice and consent of the New York State Senate. The Governor

designates one member of the board to serve as Chairman and chief administrative officer of the Division of Parole. Board members must possess a degree in a designated professional field, or at least five years of pertinent experience, and are precluded from holding other public offices.

The board is responsible for formulating parole policy. Its primary functions and obligations are:

- To set minimum periods of imprisonment when that function has been declined by the court;
- To grant parole to inmates serving indeterminate sentences, and set conditions of release;
- To establish the conditions of release for indeterminate sentence prisoners who have earned a conditional release;
- To grant conditional release to prisoners serving a definite sentence, and set the time and conditions of release;
- To determine whether a person has conformed to his conditions of release, and revoke parole or conditional release in the event of a violation.

The board is also empowered to grant absolute discharges from parole or conditional release prior to expiration of the full maximum term to any person on unrevoked parole or conditional release for at least three consecutive years.

In effect, the board determines the actual sentence served by an inmate. It thus possesses considerable discretionary power which the Legislature has sought to structure. Chapter 904 of the Laws of 1977 directs that the board adopt and utilize written criteria in making minimum period of imprisonment and release decisions as noted above. The law also provides for due process and procedural regularity in revocation determinations.

Legislative Authorization

Since the program's inception, the Board of Parole has approved the release of inmates of correctional institutions to parole resource centers. In doing so, the board exercises its authority under Section 259-c of the Executive Law to grant parole to eligible persons, and determine when and under what conditions release will occur.

Division of Parole

The Chairman of the Board of Parole functions as the chief administrative officer of the Division of Parole. Functions and responsibilities of the division include the following:

- Provision of information concerning the background and conduct of offenders, and preparation of other data required by the Board of Parole;
- Supervision of all inmates released on parole or conditional release;

- Investigation in connection with alleged violations of parole or conditional release;

- Assistance to releasees to secure employment, or educational or vocational training;

- Encouragement of apprenticeship training of releasees through the assistance of industrial, commercial, and labor organizations.

The Bureau of Institutional Parole Services within the division is responsible for the provision of inmate case histories and other materials required by the board. The Field Parole Services Bureau is responsible for the supervision of inmates released to communities. Field parole officers function to guide, assist, and supervise parolees and conditional releasees.

Program Goals and Objectives

The initial project (September 1, 1971 to August 31, 1972) was titled "Experimental Community Treatment Facilities for Early Paroles" (ECTFEP), and entailed releasing selected inmates to parole supervision three to six months earlier than their expected release dates. The program objective was to determine whether the Board of Parole could, with "reasonable safety," regularly grant early paroles to offenders in New York State correctional facilities.

The Parole Resource Centers II Project (September 1, 1972 to March 31, 1974) was an extension and expansion of the ECTFEP project, and was intended to:

- Demonstrate the efficiency of early release to a semi-controlled community environment;

- Enhance the offender's chances of reintegration into the community;

- Improve the offender's chances of obtaining meaningful employment and/or additional education and training;

- Reduce the negative effects of prolonged institutionalization;

- Reduce the long range financial costs of continuous confinement in a highly secure environment by returning the offender to the community early.[3]

The nine parole resource centers served to ease the transition from incarceration to community parole. Participation in the program was intended to reduce pressures experienced by offenders attempting to adjust successfully to release from a correctional institution. In addition to room, board and stipend, residents were to be provided with supportive services (primarily vocational and personal counseling). Residents were expected to seek employment or attend school and engage in activities related to a rehabilitation effort. "Liaison" parole officers assigned to the centers were given reduced caseloads to maximize the assistance available to program participants.

Program goals and objectives have evolved since the State first assumed funding responsibility in 1974. The Division of Parole regards the current PRC effort as a short-term residence program for offenders participating in different release programs who

have few resources in the community. The division has identified an "urgent" need for temporary housing and board for offenders granted parole who are unable to formulate a satisfactory residence program (a condition of release); the PRC program is intended to meet that need. Supportive services have been deemphasized somewhat and have not been provided uniformly.

Selection Criteria

The criteria for residence in a parole resource center have shifted significantly since the program's inception. While eligibility guidelines have never been especially restrictive, modifications have tended to relax restrictions and promote a broadening of the population eligible for admission. Residence is now open to early parolees (ECTFEP parolees), offenders paroled on or after their expected release date (ODOP parolees), and persons on parole or conditional release who are referred by parole officers to the PRC on an emergency basis (emergency referrals).

Guidelines Under Federal Funding

Federal guidelines limited program participation to inmates released six to three months earlier than their expected release dates. In addition, admission was restricted to inmates:

- 27 years of age or younger,
- With no home or an undesirable home,
- With few employment resources,
- Who may not meet the above criteria but would benefit from participation,
- Who definitely desire to participate.[4]

The above federal restrictions were lifted in 1972, and residence theoretically became open to any early releasee sincerely motivated and able to derive benefit from the program. It was administrative practice, however, to identify the "best" cases for residence, and selectivity was possible given the large pool of inmates desiring placement.

Guidelines Under State Funding

Criteria permitting almost universal offender participation remained in effect. In practice, flexibility became increasingly important as waiting lists disappeared, and fewer candidates were being approved by the Parole Board.

The Division of Parole maintains that the temporary release program effectively competed for inmates from 1974 to 1977, thereby reducing the pool of "good" PRC candidates. Selection criteria for the resource centers program and temporary release were similar, while an inmate could obtain temporary release one year prior to eligibility for parole. Temporary release was therefore a highly attractive alternative to parole supervision. When the State assumed funding for the parole resource centers program, there was an excess of candidates. By the fall of 1974, waiting lists had

disappeared and the number of referrals approved for residence had dropped dramatically. At the height of temporary release, 1,000 offenders were participating in work or educational programs, leaving in general confinement facilities a very limited population eligible for residence in the resource centers.

Eligibility guidelines were again expanded in December 1977 to include offenders not released as early (ECTFEP) parolees. PRCs are now open to inmates who have made their normal appearance before the Parole Board, and whose release is approved (as of some "open date") subject only to formulation of a viable program of residence and employment. For such ODOP (Open Date-Own Program) inmates, admission to a resource center constitutes an acceptable program of residence (and reasonable assurance of employment when job placement services are available). As a further extension of the selection criteria, persons beyond their effective open date may be admitted to a PRC subject to board approval.

Inmates deemed employable and in need of a residence program are eligible for admission. However, most arsonists, sex offenders, and inmates with recent histories of mental illness or active addiction (some inmates are able to obtain illegal drugs while incarcerated) are excluded by the Division of Parole; in some cases, contractual agreements between the State and centers prohibit residence by such persons.

Under the current guidelines, residence is also open to parolees or persons on conditional release who develop emergency housing needs (for example, a person experiencing a financial or family crisis). In theory, an emergency referral will remain in the center for a short time until he and his parole officer can locate a suitable alternative residence. Because conditional releasees are not required to develop residence and employment programs for approval by the Board of Parole, there is no mechanism by which the conditional releasee's need for direct release to a PRC can be identified. Therefore, persons on conditional release are admitted to the centers on an emergency basis only.

Application of Selection Criteria

PRC candidates, to be eligible, should have no employment or residence. LCER's population survey revealed that 19 percent of the ECTFEP residents (N=21) were released to the centers with job commitments. In contrast, no ODOP resident had a job on release. Additionally, ODOP residents were less employable, on the whole, than their ECTFEP counterparts (as anticipated by the Division of Parole).

LCER also attempted to determine whether persons released to the PRCs were actually without a residence alternative. Of the 33 New York City program participants, three (nine percent) appeared to have a satisfactory alternative residence program, as determined by a parole investigator. A breakdown for the 33 residents follows.

Residence Alternative	ECTFEP	ODOP
None	2	5
Unsatisfactory	5	4
Satisfactory	3	0
Acceptability unknown	10	1
Unknown	1	2
Total	21	12

Centers

Federal Grant Period

The initial project grant established four parole resource centers (two in New York City and two upstate) with an aggregate per diem capacity of 33 residents. During Phase II, the program was expanded to include nine centers (six in New York City and three upstate) with an aggregate per diem capacity of 130 offenders. A total of 843 parolees was released to the centers during both phases of the federal grant period.

Period of State Funding

Through early 1977, a maximum of ten PRCs was operating at any one time. By April 1, 1978, the Division of Parole had contractual arrangements with only five centers. (Several centers withdrew from the program when a highly publicized incident of violence by a parolee created problems in obtaining adequate insurance coverage.)

The following centers provided residence to program participants in 1978:

New York City Area

- Holy Apostles Center (Manhattan), which opened September 1977 and has a capacity of 14;
- Hannum House (Bronx), which opened July 1977 and had a capacity of 16 (in emergencies four additional parolees could have been housed);
- White Plains YMCA, which opened September 1972 and had a capacity of ten;

Upstate

- Build, Inc. (Buffalo), which opened April 1976 and has a capacity of six;
- Salvation Army Mens Social Service Center (Rochester), which opened September 1972 and usually houses ten (up to five additional parolees can be housed).

The White Plains YMCA withdrew from the PRC program as of December 1978, while Hannum House permitted its contractual arrangement with the State to lapse as of March 1979.

The Division of Parole has contracted with the Salvation Army Correctional Halfway House in Manhattan to provide residence for ten parolees. It also anticipates that Project Greenhope in Manhattan will provide residence for four women parolees with five additional beds available if needed. The division's contract with Holy Apostles Center for FY 1979-80 provides for an increase in capacity to 25 residents. The program's total regular per diem capacity projected for FY 1979-80 is therefore 55 residents.

Program Participants

Data on the number of residents in PRCs between fiscal years 1974-75 and 1978-79 were incomplete. It is known, however, that more than 2,000 parolees were released to centers during this period.

Approximately 200 parolees entered PRCs during 1978. The PRC population represented approximately three percent of all persons on parole or conditional release (6,996) during the same period, and approximately four percent of all parolees (4,973).

During the first quarter of FY 1978-79, 48 persons were released to the five operating PRCs, as shown in the following breakdown:

Centers	ECTFEP	ODOP	Emergency Referral
Holy Apostles - NYC	10	4	-
Hannum House - NYC	5	6	-
White Plains YMCA	6	2	-
Build - Buffalo	-	7	1
Salvation Army - Rochester	-	7	-
Total	21	26	1

ODOP participation in the PRC program has increased over the last year, while ECTFEP participation has decreased steadily due to a shrinking pool of candidates acceptable to the Board of Parole.

Length of Stay

Since the program's inception, the expected length of stay for ECTFEP parolees has been 90 days. Department of Correctional Services figures for a sample of 500 persons entering PRCs between September 1971 and March 1974 show that approximately two-thirds (64 percent) remained at least 81 days.

LCER's survey of the 48 persons released to centers during the first quarter of FY 1978-79 revealed an average stay of 59 days. Exclusive of parole violators and transfers from the PRCs (persons moved from the centers to facilities providing specialized forms of treatment), the mean stay was 70 days. Mean stays at each center were:

--61 days at Holy Apostles Center (or 66, exclusive);

--92 days at Hannum House (or 92, exclusive);

--65 days at the White Plains YMCA (or 86, exclusive);

--27 days at Build of Buffalo (or 26, exclusive);

--34 days at the Rochester Salvation Army Center (or 34, exclusive).

ECTFEP parolees remained in residence longer than ODOP parolees. The average stay for all ECTFEP residents was 67 days (or 77, exclusive) compared with 54 days (or 55 days, exclusive) for the ODOP residents, including the population's sole emergency referral who resided at Build for 28 days.

Services

All five centers with FY 1978-79 contracts with the Division of Parole were required to provide the following: room and meals; recreational facilities (including YMCA membership at White Plains); and a daily cash allowance (usually $1.50) for transportation and incidentals (until the parolee receives his first paycheck).

The White Plains YMCA staff did not provide counseling services. The remaining centers had a contractual obligation to provide some form of counseling to the parolees, and each provided personal counseling and assistance by non-professional staff. Hannum House also provided the services of a part-time caseworker (M.S.W.), while help from a caseworker (not on the premises) was available on an "as-needed" basis to Holy Apostles Center residents; the caseworker's salary was funded through an outside grant.

Holy Apostles residents had access to vocational counseling and job placement services provided through the center's Comprehensive Employment Project funded by a grant from the New York State Department of Labor. Hannum House employed a part-time job developer. Neither Build nor the Rochester Salavation Army Center had distinct job placement components, but appeared to refer residents to local employment agencies.

No attempt was made by LCER to evaluate the level and quality of services provided at the centers. However, most representatives of the division and contract agencies suggested that there has been a decline in the level, if not quality, of personal and vocational counseling since the State began funding the program (ostensibly due to budget constraints).

It should be noted that the PRCs provide parolees with access to a network of community-based services such as education programs, medical and psychiatric care, and alcohol or drug treatment programs. Each PRC resident is also eligible for a clothing grant (usually $100) from the New York State Department of Social Services.

Staffing

Since the period of federal funding, program operations have been the responsibility of a full-time project director assisted by a stenographer. Each center has been assigned a "liaison" field parole officer responsible for the resident caseload.

Liaison parole officers supervised reduced caseloads throughout Phases I and II of the program. Since State funding, caseloads have included non-residents, and have not been reduced except for temporary imbalances. Due to turnover at the centers, the number of different persons supervised by a liaison officer for a given period of time may be high relative to the number supervised by other officers. LCER's examination of parolee case records revealed that liaison parole officers saw residents (approximately) once a week, as required.

II LCER SURVEY OF PAROLE RESOURCE CENTER RESIDENTS

Methodology

This section presents information regarding all 48 offenders released to the parole resource centers during the first quarter of FY 1978-79. LCER staff reviewed the case folders of the 48 offenders to obtain data on population characteristics, parolee employment status, and violation and/or arrest experiences during residence and after release from the PRC.

Cases were followed during their stay in a PRC, and through March 1979 (a precise time frame could not be applied to each case due to difficulties in obtaining data on parolee status following residence). Folders frequently were not current, or contained no record of offender activity while in the PRC; therefore, field parole officers were contacted to determine the parolee's conduct during residence and/or his current status.

The population was examined in the aggregate and by mutually exclusive categories, when relevant. Data compiled by LCER staff were compared, when possible, with data presented in two Department of Correctional Services studies of the Parole Resource Centers Program. The source of most data used for comparative purposes is a study of all 113 (ECTFEP) parolees released to the four New York City YMCA centers during the third and fourth quarters of fiscal year 1973, just before the program was assumed under State funding.[1] A 1974 statistical survey serves as another base of comparison; it presents data regarding a sample of 500 parolees residing in the PRCs during the period of federal funding.[2]

In comparing resident populations and subpopulations, relative differences of five percent or less were deemed insignificant. The resident identified as an emergency referral to Build, Inc. was considered an ODOP resident to facilitate comparisons.

The methodological limitations of this information report are acknowledged. The 1978 parolees surveyed comprise a statistical population, and data cannot be generalized to other groups (ODOP participation has increased, and recent PRC residents could be expected to comprise higher risk groups). The three studies differ somewhat in methodology and analytical assumptions, and gross comparisons are not always possible. However, such limitations are acceptable given the narrow and non-evaluative objective of this report (time and manpower constraints, inadequacies of data, and problems of record access also made a review of early resident cases inadvisable).

Survey Results

The 1978 parole resource centers population was significantly less successful than the 1973 population in its ability to secure employment and avoid further criminal activity. However, it was also determined to be a high risk population relative to both the 1973 resident population and the 1971-74 sample of PRC program participants.

The relatively low success rates and high risk characterizing the 1978 resident population are associated primarily with the inclusion of ODOP parolees. When compared with ECTFEP residents, the ODOP parolees were found to comprise a relatively high risk group which was less successful in its efforts to reintegrate into the community.

Findings of the LCER survey are presented according to the following categories: program population characteristics; participant behavior during residence; and parolee behavior after release from the PRC.

Program Population Characteristics

ODOP residents were less educated and vocationally skilled than their ECTFEP counterparts. A relatively high percentage of ODOP residents suffered from serious physical and/or mental disorders, and were unmarried upon release to the PRC. In relative terms, more ODOP parolees were convicted of violent personal crimes and were released from maximum security facilities. The ODOP group had higher percentages of prior arrests, convictions, and commitments. ODOP parolees also had a less satisfactory record of institutional adjustment.

In only two categories were ECTFEP parolees found to comprise the higher risk group. Relatively more ECTFEP parolees were under 25 years of age, and had histories of substance abuse.

When compared with the 1973 population, the resident group reviewed by LCER had significantly higher percentages of: unskilled persons; offenders convicted of violent personal crimes; parolees released from maximum security correctional facilities; and parolees with prior commitments to correctional facilities. The 1973 group had a significantly higher percentage of persons with prior convictions. No significant difference was found in the percentages of persons with prior arrest records, or parolees not married upon commitment.

The parolees followed by LCER also comprised a high risk population relative to the 1971-74 sample. The 1978 group showed significantly higher percentages of: persons released from maximum security facilities; offenders convicted of violent personal crimes; persons with prior arrest records; parolees without high school diplomas; and parolees with histories of drug and/or alcohol abuse. The earlier group was found to have a significantly greater proportion of residents under 21 years of age. No significant difference was found in the percentages of persons with prior convictions.

Certain categories contained a high percentage of unknowns; nevertheless, consistent trends were identified. A detailed discussion of findings according to categories follows.

Sex. Parole resource centers were not open to women in 1978. In contrast, women comprised eight percent (nine) of the 1973 population and five percent (23) of the 1971-74 sample. It should be noted, however, that women did participate in 1978 in similar programs not under contract with the State.

Ethnicity. Minority participation in the PRC program has increased; black representation has remained constant, while Puerto Rican participation has grown. Minorities comprised 79 percent (38) of the 1978 population and 73.4 percent (83) of the 1973 population. Population proportions were as follows:

- 56 percent (27) of the 1978 parolees were black, compared with 56.6 percent (64) of the 1973 residents;
- 23 percent (11) of the 1978 group were Puerto Rican versus 16.8 percent (19) of the 1973 group;

- 21 percent (ten) of the 1978 parolees were white, while 26.6 percent (30) of the 1973 parolees were white.

It is known that 56 percent (278) of the 1971-74 sample were black.

Greater minority participation in the program is associated with a percentage increase in minority representation among ECTFEP parolees. Ninety percent (19) of all ECTFEP parolees in the 1978 population were minority, compared with 73 percent in 1973. Only 70 percent (19) of all ODOP participants were minority.

Marital Status. Forty-one or 85.4 percent of the 1978 parolees were not married at the time of commitment. This is a negligible increase over 1973, when 83.2 percent (94) of the population were not married. Population proportions are shown below:

Marital Status	1978 Percent	1973 Percent
Married	6.3	16.8
Single	60.4	72.6
Widowed	6.3	1.8
Separated	10.4	8.8
Divorced	8.3	—
Unknown	8.3	—
Total	100.0	100.0
N=	48	113

While the 1978 and 1973 population percentages of unmarried persons were comparable, the percent of unmarried ECTFEP residents has dropped. Seventy-six percent (16) of the 1978 ECTFEP population were not married (14 percent were married and ten percent unknown) compared with 83 percent of the 1973 ECTFEP residents. Participation by ODOP parolees has increased the 1978 population's percentage of unmarried persons, as 93 percent (25) of all ODOP were not married upon commitment (seven percent were unknown).

Education. The 1978 population can be compared only with the 1971-74 sample. The following data indicate that the 1978 group attained a relatively low level of education:

- 25 percent (12) of the 1978 population had earned a high school diploma (or equivalency diploma) upon release to a PRC, compared with 38.8 percent (194) of the 1971-74 sample;

- 58 percent (12) of the 1978 population had no diploma, while 46.6 percent (233) of the 1971-74 sample did not have a diploma;

- 17 percent (eight) of the 1978 group were unknown compared with 14.6 percent (73) of the 1971-74 sample.

The lower educational level of the 1978 parolees is associated with the introduction of ODOP parolees into the program. The 1978 ECTFEP group compares favorably with the 1971-74 sample as 33 percent (seven) were high school graduates (57 percent had no diploma and ten percent were unknown). In contrast, only 19 percent (five) of all ODOP residents possessed a diploma upon release to a PRC (59 percent had no diploma and 22 percent were unknown).

Vocational Skills. Relative to the 1973 population, a significantly high percentage of 1978 parolees were identified as vocationally unskilled upon commitment. Almost two-thirds (65 percent or 31) of the 1978 population were unskilled (11 or 23 percent were classified as skilled or semi-skilled, and six or 12 percent were unknown). This compares with the 58.4 percent of the 1973 population identified as unskilled (23 or 20.4 percent were skilled or semi-skilled, while 24 or 21.2 percent were classified as military, sales/clerical, or proprietary/supervisory). The proportion of 1973 parolees identified as skilled/semi-skilled would likely increase were the entire 1973 population classified as skilled/semi-skilled or unskilled.

The ECTFEP population has become more skilled; 48 percent (ten) of the 1978 ECTFEP residents were unskilled (38 percent were skilled/semi-skilled and 14 percent unknown) as compared with 58.4 percent of the 1973 population. The overall increase in participation by unskilled parolees is associated with ODOP parolees, as 78 percent (21) were classified as unskilled (11 percent were skilled/semi-skilled and 11 percent unknown).

Illness. Available data permitted a comparison between the 1978 ODOP and ECTFEP groups. Relative to ECTFEP residents, the ODOP group had a significantly high proportion of persons with serious physical and/or mental illness.

- 18.5 percent (five) ODOP parolees had serious physical and/or mental problems, while only five percent (one) of the ECTFEP group were ill.
- 81 percent (17) of the ECTFEP parolees had no illness compared with 77.8 percent (21) of the ODOP residents.
- 14 percent (three) of ECTFEP residents were unknown, while 3.7 percent (one) of ODOP parolees were unknown.

Substance Abuse. The 1978 population can be compared only with the 1971-74 sample. A significantly higher percentage of the 1978 parolees had histories of drug and/or alcohol abuse; almost two-thirds (65 percent or 31) of the parolees were abusers, compared with 58 percent (289) of the 1971-74 sample. Group proportions were as follows:

- 40 percent (19) of the 1978 parolees had a history of drug abuse while 43 percent (213) of the 1971-74 group abused drugs;
- 17 percent (eight) of the 1978 group abused alcohol, compared with 13 percent (65) of the 1971-74 parolees;
- Eight percent (four) of the 1978 parolees abused both drugs and alcohol, compared with two percent (11) of the 1971-74 group;
- 33 percent (16) of the 1978 parolees had no history of substance abuse compared with 32 percent (161) of the 1971-74 group;
- Two percent (one) of the 1978 group were unknown, while ten percent (50) of the 1971-74 group were unknown.

The 1978 population's relatively high rate of abuse is associated with an increase in drug and/or alcohol abuse among ECTFEP participants. Fifty-nine percent (16) of the ODOP subpopulation were abusers (41 percent were not); this rate is comparable to that

of the 1971-74 group. However, 71 percent (15) of the 1978 ECTFEP parolees were found to be abusers (24 percent were not and five percent were unknown).

Age on Release to the PRC. The 1978 population can be compared only with the 1971-74 sample. The following frequency distribution shows that, relative to the 1978 population, a significantly high percentage of 1971-74 parolees were under 21 years of age upon release to a PRC. There is no significant difference between the 1978 and 1971-74 proportions of persons under 31 years of age.

Age on Release	1978 Percent	1971-74 Percent
Under 21	8.3	22
21-30	58.3	47
31-40	20.8	11
41-50	4.2	3
Over 50	4.2	1
Unknown	4.2	16
Total	100.0	100
N=	48	100*

*Data shown are for a subsample randomly selected by the Department of Correctional Services from the 500 1971-74 parolees.

On the average, ODOP parolees are older than their ECTFEP counterparts. The mean age of ODOP parolees released to PRCs was 30, compared with a mean age of 27 for ECTFEP parolees. No significant difference exists between the subpopulation proportions of persons under 21. However, 43 percent (nine) of all ECTFEP parolees were under 25 years of age compared with 26 percent of all ODOP parolees.

Correctional Facility of Release. There has been a significant increase in the percentage of PRC residents released from maximum security correctional facilities, as shown in the table below:

Security Classification	1978 Percent	1973 Percent	1971-74 Percent
Maximum (A)	52	17	20
Medium	38*	80	78
Minimum	6	3	—
City or County/unknown	4	—	2
Total	100	100	100
N=	48	113	500

*For comparative purposes, two maximum (B) facilities are classified as medium security.

Note: Calculations reflect security classifications in use when parolees were released to PRCs.

The increase is associated with ODOP participation in the program. A comparison between 1978 ECTFEP and ODOP residents shows that the ODOP group had a relatively high percentage of persons released from maximum security facilities:

- 70 percent (19) of all ODOP parolees were released from maximum security facilities compared with 29 percent (six) of all 1978 ECTFEP parolees;
- 26 percent (seven) of ODOP residents were incarcerated in medium security facilities versus 52 percent (11) of all 1978 ECTFEP residents;
- No ODOP parolees were released from minimum security facilities while 14 percent (three) of the ECTFEP residents came from medium facilities;
- Four percent (one) of all ODOP were unknown compared with five percent of the ECTFEP group.

Offender Institutional Adjustment. The adjustment of offenders during their last commitment to a correctional facility was reviewed to obtain information concerning differences between the 1978 ECTFEP and ODOP subpopulations. LCER staff made subjective judgments regarding offender adjustment based on information presented in institutional records.

Twenty-nine percent (14) of the 1978 population had a superior adjustment, while eight percent (four) had a generally unsatisfactory record. Half (50 percent or 24) of the parolees made a generally satisfactory adjustment, and 13 percent (six) were unknown.

The ECTFEP group had an overall record of adjustment which was superior to that of the ODOP group:

- 43 percent (nine) of the ECTFEP group made a superior adjustment compared with 18.5 percent (five) of the ODOP group;
- 4.7 percent (one) of the ECTFEP parolees had a generally unsatisfactory record of adjustment compared with 11 percent (three) of the ODOP group;
- 47.6 (ten) of the ECTFEP group had a generally satisfactory record compared with 52 percent (14) of the ODOP parolees;
- 4.7 percent (one) of the ECTFEP records were unknown compared with 18.5 percent (five) of the ODOP records.

Crime of Conviction. The 1978 population shows a significant percentage increase over the previous program groups in crimes of conviction classified as violent personal offenses. Group proportions are as follows:

Offense	1978 Percent	1973 Percent	1971-74 Percent
Violent personal*	67	59	54
Property-related	17	18	13
Drug-related	8	15	13
Miscellaneous	6	8	19
Unknown	2	—	1
Total	100	100	100
N=	48	113	500

*18 of 32 violent personal crimes were robbery offenses.

This increase in violent personal crimes is associated with the relatively high rate of violent crimes committed by ODOP parolees. Seventy percent (19) of the ODOP parolees were incarcerated for violent personal crimes (30 percent were other), compared with 62 percent (13) of the 1978 ECTFEP residents (33 percent were other and five percent were unknown).

Prior Criminal Record. When compared with the 1973 population, the 1978 PRC residents had relatively few prior convictions, but a significantly higher percentage of prior commitments to correctional facilities. No significant difference was found between the 1978 and 1973 population proportions with prior (adult) arrest records. Population proportions were as follows:

- 81 percent (39) of the 1978 population had prior arrest records (seven or 15 percent had no prior arrests, and two or four percent were unknown), compared with 82 percent (93) of the 1973 parolees (20 or 18 percent had no prior arrest record);

- 69 percent (27) of 1978 offenders with prior arrests (N=39) had prior convictions (11 or 28 percent had none, and one or three percent were unknown), while 81 percent (73) of the 1973 parolees with previous records (N=93) had prior convictions (18 or 19 percent did not);

- 59 percent (16) of those previously convicted (N=27) had prior commitments (nine or 33 percent had none, while two or eight percent were unknown), while 20 percent (15) of the 1973 parolees with previous convictions (N=75) were committed (60 or 80 percent were not committed).

When compared with 1978 ECTFEP residents, the ODOP parolees were found to have significantly higher percentages of parolees with prior arrests, convictions, and commitments:

- 85 percent (23) of all ODOP residents had prior arrests compared with 76 percent (916) of all 1978 ECTFEP residents;

- 67 percent (18) of the ODOP group had prior convictions compared with 43 percent (nine) of the ECTFEP group;

- 37 percent (ten) of the ODOP parolees had prior commitments while 29 percent (six) of the ECTFEP parolees had prior commitments.

The 1978 population's relatively high percentage of prior commitments is associated primarily with ODOP participation in the program.

Parolee Behavior During Residence

The 1978 PRC residents were less successful than the 1973 population in securing employment and avoiding recidivism. Participation by ODOP parolees is associated with these findings.

Violation and Arrest Experiences. One-fifth (20.8 percent or ten) of the 1978 population had a violation and/or arrest experience before release from a PRC, compared

with four percent (five) of the 1973 population. In relative terms, the 1978 group's rate of conviction was almost twice that of the 1973 population. Comparative data are shown in the table below:

	1978 Percent	1973 Percent
No violation or arrest	79.2	96.0
Violation only	8.3	0.8
Violation and arrest/arrest only	8.3	0.8
Convictions	4.2	2.4
Total	100.0	100.0
N=	48	113

Of the four 1978 parolees with violations, only one had his parole discontinued. Two parolees with arrests were continued on parole, while two cases were pending court disposition at the end of March 1979. Of those convicted, one parolee was returned with a new sentence to a correctional facility, while the other received a sentence to a federal penitentiary.

When compared with the 1973 population, the 1978 ECTFEP parolees had a relatively high rate of criminal activity while in the PRC; 14 percent (three) had a violation and/or arrest experience (86 percent or 18 had no violation or arrest) compared with four percent of the 1973 residents. However, the 1978 ECTFEP group compared favorably with the ODOP parolees, 26 percent (seven) of whom were identified as criminally active during residence (74 percent or 20 had no violations or arrests).

Employment Status. In the aggregate, the 1978 parolees were significantly less successful in securing employment than the 1973 parolees. When persons staying less than two weeks are excluded from the calculations (N=42), the 1978 and 1973 success rates become comparable. The lower (inclusive) success rate is associated with ODOP parolees, who were not as successful as their ECTFEP counterparts.

Data for the two populations are shown in the table below:

Status	1978 Percent	1978* Percent	1973 Percent
Employed	60	69	70
In vocational education program	2	2	2
Not employed (due to special circumstances)	38 (6)	29 (7)	28 (5)
Total	100	100	100
N=	48	42	113

*Excludes one ECTFEP and five ODOP.

Note: LCER staff determined that two persons in the 1978 population who were unemployed due to special circumstances had language problems, while the third had severe medical problems.

The comparison between the 1978 and 1973 populations has the following limitation: persons employed for even a few days were counted by LCER as employed, while the Department of Correctional Services counted only those persons employed for any "extended" period of time (no precise criterion was given). A more refined comparison would tend to deflate the 1978 success rate.

The ODOP association with a lowered success rate is further illustrated by the following comparisons with ECTFEP residents:

- 71 percent (15) of all ECTFEP residents were employed or in a vocational education program versus 56 percent (15) of all ODOP, (there were no unknowns in this analysis);

- Two of the six unsuccessful ECTFEP residents were not employed due to special circumstances, compared with one of 12 ODOP parolees.

Exclusive of those staying less than two weeks, 25 percent or five (N=20) of the ECTFEP residents were not employed at any time since release compared with 32 percent or seven (N=22) of the ODOP parolees.

Several factors such as parolee employability and motivation, the quality of job placement assistance, and local unemployment levels affect group employment experiences both during and after residence. With this caveat, the percent of residents in each PRC who were not employed or in a vocational training program are listed below:

	Percent
Holy Apostles	21
Hannum House	9
White Plains*	50
Buffalo*	88
Rochester*	43

*Had no distinct job placement component.

Parolee Status After Release from the PRC

No significant difference was found between the 1973 and 1978 population proportions of persons without violations or arrests after release from the PRC. However, the 1973 residents were followed longer than those cases reviewed by LCER staff. The 1978 group's rate of recidivism would probably increase were it possible to follow the parolees for the same length of time.

No data concerning the employment status of 1973 parolees after release were available. A comparison of ECTFEP and ODOP employment rates shows the ODOP parolees to be a significantly less successful group.

Criminal Activity. The 48 members of the 1978 population were followed through March 1979 in order to obtain the most current data on criminal activity subsequent to

release. The 1978 and 1973 population percentages of persons with arrests after release, were approximately the same. However, the 1973 parolees were followed for one year after release and higher arrest rates for the 1978 group would be expected were it possible to follow the parolees for a year. The 1978 group had a relatively high percentage of persons with arrests only, while a higher percentage of 1973 parolees were convicted. No resident in the 1973 or 1978 populations had a parole violation only.

Data concerning the 1978 population are as follows (N=44 as four parolees with inactive parole status are excluded):

- 75 percent (33) had no violations or arrests;
- 20 percent (nine) had an arrest experience only (four cases were continued while five were pending at the end of March 1979);
- Five percent (two) had new convictions (one parolee received a new sentence to a State correctional facility while the other was committed to a federal prison).

ODOP parolees had a high rate of criminal activity relative to ECTFEP residents (calculations excluded one ECTFEP and three ODOP parolees with inactive parole status due to criminal activity during residence). Twenty-nine percent or seven (N=24) of the ODOP parolees had an arrest experience compared with 20 percent or four (N=20) of the ECTFEP residents. Seventy-one percent (17) of the ODOP group had no violations or arrests compared with 80 percent (16) of the ECTFEP group.

It should be noted that the 1978 population was found to have a significantly high overall delinquency rate relative to the population of all persons under Division of Parole supervision during all or part of 1978. Forty-two percent (20) of all PRC residents surveyed were declared delinquent between the date of release to the PRC and March 31, 1979. The ECTFEP group had a delinquency rate of 29 percent (six), while more than half (14 or 52 percent) of the ODOP residents were declared delinquent during or after release. In contrast, only 12 percent (2,402) of the 19,658 persons under parole supervision in 1978 were declared delinquent.

Employment Status. ECTFEP parolees were significantly more successful than the ODOP parolees in securing employment following release from the PRC. Group employment experiences are shown in the table below:

	ECTFEP Percent	ODOP Percent
Employed at present	66*	33
Employed since release, unemployed at present	10	7
Unemployed at any time	10	30
Inactive	14	30
Total	100	100
N=	21	27

*Includes two out-of-state transfers believed by the Division of Parole to be employed.

When persons with inactive parole status are excluded (N=18 ECTFEP, N=19 ODOP), the differences remain significant:

- 78 percent (14) of the ECTFEP parolees are employed at present compared with 47 percent of the ODOP group;
- 11 percent (two) of the ECTFEP group were employed since release but are unemployed at present, compared with 11 percent (two) of the ODOP;
- 11 percent (two) of the ECTFEP have never been employed compared with 42 percent (eight) of the ODOP.

III PROGRAM COSTS

A total of $1,460,949 was expended for the operation of the PRC/ECTFEP program during Phases I and II. Of this total, which includes State administrative costs (salaries, supplies, travel etc.), one-third was contributed by the State and two-thirds by the federal government.

From April 1, 1974 to the present, the State has financed the total costs of the program. As of December 31, 1978 approximately $1.9 million, exclusive of administrative costs, had been expended. As shown in the following breakdown, annual expenditures have decreased since fiscal year 1974-75 as the number of participating PRCs generally decreased:

Fiscal Year	Expenditures	Number of PRCs
1974-75	$ 630,844	8
1975-76	439,730	8
1976-77	359,213	8
1977-78	238,047	5
1978-79*	224,129	5
Total	$1,891,963	

*April 1, 1978 to December 31, 1978.

Given the level of reimbursement during April 1, 1978 to December 31, 1978, however, FY 1978-79 expenditures will probably exceed those of the previous fiscal year.

Per Diem Costs

As a means of comparison, per diem costs were calculated for the federal grant period, September 1, 1971 to March 31, 1974, and for the period April 1, 1978 to December 31, 1978. Incomplete data on the number of residents in PRCs between fiscal years 1974-75 and 1977-78 precluded an analysis of per diem costs for those years.

Assuming a 90 day stay for 843 residents, the average per diem cost for the federal grant period (including administrative costs) was $19 for each parolee. However, since total administrative costs incurred between April 1, 1978 and December 31, 1978 were not documented, a more valuable figure for comparison would exclude part or all of the administrative costs incurred during the period of federal funding. Excluding all administrative expenses, the average per diem cost for PRC services during the grant period was $15 per resident; this compares with $18 (a 20 percent increase) per resident from April 1, to December 31, 1978. Including State personnel salaries and fringe benefits, the per diem cost for each resident during the grant period was $19, and $23 (a 21 percent increase) for April 1, 1978 to December 31, 1978.[1]

A comparison can also be made between the per diem costs for a PRC resident, an inmate of a State correctional institution, and a regular parolee. In 1978, average per diem costs were: $40 for an inmate; $4 for a regular or non-PRC parolee; and $23 for a PRC resident.

1978 Expenditures

It is estimated that a total of $224,129 was expended for the operation of the five contracting PRCs between April 1, 1978 and December 31, 1978.[2] Overall costs for this period were distributed among the PRCs as follows:

Build-Buffalo	$26,312
Hannum House-NYC	71,263
Holy Apostles-NYC	60,578
Salvation Army-Rochester	39,018
White Plains YMCA	26,958

In addition, as shown in Table 1, per diem costs (exclusive of State administrative costs) for each resident ranged from $14 at the Salvation Army in Rochester to $22 at Holy Apostles. With only one exception (the White Plains YMCA which terminated its contract on December 20, 1978), the higher the occupancy rate, the lower the per diem cost per resident. The overall occupancy rate for the first three quarters of 1978 was estimated to be 84 percent.

Other Costs

PRC directors were asked to identify services and to estimate the cost of these services and other items not directly reflected in their contracts with the State in an attempt by LCER to identify the total costs of the PRC program. These cost estimates represent services normally available but not charged directly to parolees (whether or not residing in a PRC) and, in most instances, to the general public.

As shown below, residents at one New York City PRC benefitted from several different services during FY 1978.

- Clothing allowance from the Department of Social Services - 20 residents received an $89 clothing allowance, while 59 received a $100 allowance (during May, June and July 1978, the allowance was $89 rather than $100). The total cost for clothing allowance was $7,680.

- Job counseling - 140 visits to the New York State Job Service, Project Upgrade, Wildcat, Private Concerns, Inc., Project Rebound, Fortune Society, etc., at $15 per visit (one-half hour visits at $30 per hour). The total estimated cost for these services is $2,100.

- Vocational training - total cost $24,160.

 — Cellblock Theatre - eight residents in a 24 week training program, at $105 per week per resident. Total cost $20,160.

 — University of the Streets - two residents in a 16 week training program at $50 per week per resident. Total cost $1,600.

 — East Harlem Youth Employment - two residents in a 20 week training program at $60 per week per resident. Total cost $2,400.

Table 1

PRC Capacity
Average Number of Residents Per Day
and Average Per Diem Costs
April 1, 1978 to December 31, 1978

PRC	Capacity (Number of Beds) Regular	Extra	Total	Average Number of Residents Per Day	Percent Occupancy[b]	Average Per Diem Costs	Average Per Diem Costs Adjusted for Parole Officer Salaries and Fringe Benefits
Build	6	0	6	5.17	86	$18.51[a]	$22.60
Hannum House	16	7	23	15.19	95	17.06	21.82
Holy Apostles	14	0	14	10.09	72	21.82	26.77
Salvation Army	10	5	15	10.49	100	13.53[a]	19.76
White Plains YMCA	10	0	10	5.92	59	17.42	22.43
Total	56	12	68	46.86	84	$17.50	$22.59

[a]Costs estimated using FY 1978-79 contract amounts since the vouchers submitted did not reflect the new rates in the contracts as of December 31, 1978.

[b]Based on utilization of regular beds.

Source: LCER Staff from Division of Parole data.

- Education - four residents attended La Guardia and Hostos Colleges and Bronx Community College. They received Basic Educational Opportunity Grants (BEOG) averaging $1,500 per year and Tuition Assistance Program grants averaging $350 per year. Total estimated cost is $7,400.

- Counseling (other counseling services not contained in the contract).

 — Alcoholics Anonymous - 48 visits by residents at approximately $2.00 per visit. Total cost is $96.

 — Services provided by psychiatrists employed by the Office of Mental Health and working for the Division of Parole - 12 visits at $50 per visit. Total estimated cost is $600.

- Medical - 62 visits to Lincoln Hospital at $50 per visit. Total cost is estimated to be $3,100.

- Department of Social Services - 17 residents applied and received payments for rental and living expenses after leaving the residence. This involved two visits per resident at approximately $50 per visit. Total cost is $1,020.

In one PRC in upstate New York, approximately $150 per month in clothing was furnished to the parolees at no charge. Also, physician services were made available and, when a parolee was unable to do so, prescribed medication was paid for. Again, costs of these services are not reflected in the contracts and have not been identified in previous studies of the PRC/ECTFEP program.

FOOTNOTES

I Program Policy and Operations

1. Chapter 148 of the Laws of 1975 amended the penal law by deleting provisions that the conditional releasee serving an indeterminate sentence receive no credit for "street time" (time spent under supervision of the Division of Parole) unless the period of supervision is successfully completed. Also deleted was a provision that the period of supervision must be at least one year, regardless of the time that remains to be served on the sentence.
2. Penal Law, Section 70.40, Subsection 2.
3. NYS, Department of Correctional Services, Office of Program Planning, Evaluation and Research, Parole Resource Centers Program: The New York City YMCA Centers, 1975, p. 2.
4. NYS, Department of Correctional Services, "Memorandum to Executive Deputy Commissioner from Director of Institutional Parole Services, June 26, 1975," attachment 1.

II LCER Survey of Parole Resource Center Residents

1. NYS, Department of Correctional Services, Office of Program Planning, Evaluation and Research, Parole Resource Centers Program: The New York City YMCA Centers, 1975.
2. NYS, Department of Correctional Services, Office of Program Planning, Evaluation and Research, A Program Description and Statistical Survey of the Operation of the Parole Resource Centers Program from September 1971 to March 1974, 1974.

III Program Costs

1. The per diem cost of $22.59 for the 1978 period is probably conservative, as it reflects only the salaries and fringe benefits of the liaison parole officers and their supervisors. During the federal grant period, more personnel were identified as involved in program operation.
2. Costs for the New York City and White Plains centers were calculated using vouchers actually submitted during this period. For the Buffalo and Rochester centers, costs were estimated using FY 1978-79 contract amounts since the vouchers submitted did not reflect the new rates in the contracts as of December 31, 1978.

APPENDIX A

LIST OF INTERVIEWS

New York State Division of Parole

Chairman

Executive Director

Finance Officer

Director of Field Services Operations

Counsel

Parole Resource Centers Program Director

New York City Area Supervisor (former Program Director)

Buffalo Area Supervisor

Buffalo Senior Parole Officer assisting in resident placement

Senior Parole Officer supervising liaison Parole Officer for Build, Inc.

Rochester Senior Parole Officer

Liaison Parole Officers for Holy Apostles Center, Hannum House, White Plains YMCA, and Build

Former Liaison Parole Officers for Holy Apostles Center and Build

Parole Resource Centers

Executive Director, Osborne Association (Hannum House)

Resident Manager, Hannum House

Executive Director, Holy Apostles Center

Counselor, Salvation Army Center in Rochester

Director, Build, Inc.

Executive Director, White Plains YMCA (telephone)

APPENDIX B

LCER CASE SURVEY RESULTS: DETAILED INFORMATION REGARDING CHARACTERISTICS AND PERFORMANCE OF PERSONS RECEIVED AT PRCs FROM APRIL 1, 1978 TO JUNE 30, 1978

Table B-1

Resident Categories, by Parole Resource Center

Parole Resource Center	Resident Category			
	ECTFEP	ODOP	Emergency Referral	Total
NYC Area PRCs				
Holy Apostles, NYC	10	4		14
Hannum House, NYC	5	6		11
White Plains YMCA	6	2		8
Total	21	12		33
Upstate PRCs				
Build, Buffalo		7	1	8
Salvation Army, Rochester		7	—	7
Total		14	1	15
Grand Total	21	26	1	48
Percent	44	54	2	100

Source: LCER Case Survey.

Table B-2

Parole Violation and Arrest Experience During Residence in Parole Resource Center, by Center and Resident Category

Criminal Activity	Holy Apostles		Hannum House		White Plains		NYC Area PRCs	Build, Buffalo		Salvation Army, Rochester	Upstate PRCs	All PRCs	Percent
	ECTFEP	ODOP	ECTFEP	ODOP	ECTFEP	ODOP		ODOP	Emergency Referral	ODOP			
No violations or arrests	8	4	5	3	5	1	26	4	1	7	12	38	79.2
Parole violations only				1	1		2	2			2	4	8.3
- parole continued				(1)	(1)		(2)	(1)			(1)	(3)	
- parole discontinued								(1)			(1)	(1)	
Violation and arrest/arrest only	2			1			3	1			1	4	8.3
- continued on parole	(1)			(1)			(2)					(2)	
- returned as violator													
- pending court disposition	(1)						(1)	(1)			(1)	(2)	
Convictions				1		1	2					2	4.2
- not returned or sentenced													
- returned as violator													
- new sentence to NYS correctional facility						(1)	(1)					(1)	
- sentence to federal facility	—	—	—	(1)	—	—	(1)	—	—	—	—	(1)	—
Total	10	4	5	6	6	2	33	7	1	7	15	48	100.0

Source: LCER Case Survey.

Table B-3

Parolee Violation and Arrest Experience Following Release from Parole Resource Center, by Center and Resident Category

Criminal Activity	Holy Apostles ECTFEP	Holy Apostles ODOP	Hannum House ECTFEP	Hannum House ODOP	White Plains ECTFEP	White Plains ODOP	NYC Area PRCs	Build, Buffalo ODOP	Build, Buffalo Emergency Referral	Salvation Army, Rochester ODOP	Upstate PRCs	All PRCs	Percent
No violations or arrests	8	3	4	4	4	2	25	3		5	8	33	69
Parole violation only													
Violation and arrest/arrest only	1	1	1	1	1		5	2	1	1	4	9	19
- continued on parole	(1)		(1)				(2)	(2)			(2)	(4)	
- returned as violator													
- pending court action		(1)		(1)	(1)		(3)		(1)	(1)	(2)	(5)	
Convictions					1		1			1	1	2	4
- not returned or sentenced													
- returned as violator										(1)	(1)	(1)	
- new sentence to NYS correctional facility					(1)		(1)					(1)	
Inactive parole status due to violation or arrest while in PRC	1	—	—	1	—	—	2	2	—	—	2	4	8
Total	10	4	5	6	6	2	33	7	1	7	15	48	100

Source: *LCER Case Survey.*

Table B-4

Parolee Employment Status While in Residence, by Center and Resident Category

Employment Status	Holy Apostles ECTFEP	Holy Apostles ODOP	Hannum House ECTFEP	Hannum House ODOP	White Plains ECTFEP	White Plains ODOP	NYC Area PRCs	Build, Buffalo ODOP	Build, Buffalo Emergency Referral	Salvation Army, Rochester ODOP	Upstate PRCs	All PRCs	Percent
Not employed while in PRC	3	1		1	3	1	9	6	1	3	10	19	40
(parolee participated in academic or vocational education program)		(1)					(1)					(1)	
(parolee had severe language or medical problems)	(1)			(1)	(1)		(3)					(3)	
(parolee stayed less than two weeks)					(1)		(1)	(3)		(2)	(5)	(6)	
Employed while in PRC*	7	3	5	5	3	1	24	1	—	4	5	29	60
Total	10	4	5	6	6	2	33	7	1	7	15	48	100

*Parolees were included in this category if they held a job at any time during residence.

Source: *LCER Case Survey.*

Table B-5

Parole Resource Center Resident Employment Status at Entry and Exit, by Center and Resident Category

Employment Status at Entry	Holy Apostles		Hannum House		White Plains		NYC Area PRCs	Build, Buffalo		Salvation Army, Rochester	Upstate PRCs	All PRCs	Percent
	ECTFEP	ODOP	ECTFEP	ODOP	ECTFEP	ODOP		ODOP	Emergency Referral	ODOP			
Unemployed (reasonable assurance)[a]	8	4	1	4	1	1	19	7	1	6	14	33	69
Employed at entry (release job commitment)[b]			1		3		4					4	8
Unknown	2	—	3	2	2	1	10	—	—	1	1	11	23
Total	10	4	5	6	6	2	33	7	1	7	15	48	100
Employment Status at Exit													
Employed at exit	5	2	3	2	3	1	16	1		3	4	20	42
Unemployed at exit	5	2	1	4	3	1	16	6		4	10	26	54
Unknown	—	—	1	—	—	—	1	—	1	—	1	2	4
Total	10	4	5	6	6	2	33	7	1	7	15	48	100

[a] Job placement counselor or agency gives "reasonable assurance" to the State that employment will be found for a parolee.
[b] Parolee has job offer at release from correctional institution.

Source: *LCER Case Survey.*

Table B-6

Parolee Employment Status Following Release from Parole Resource Center, by Center and Resident Category

Employment Status	Holy Apostles ECTFEP	Holy Apostles ODOP	Hannum House ECTFEP	Hannum House ODOP	White Plains ECTFEP	White Plains ODOP	NYC Area PRCs	Build, Buffalo ODOP	Build, Buffalo Emergency Referral	Salvation Army, Rochester ODOP	Upstate PRCs	All PRCs	Percent
Employed at present	5[a]	2	5	2	4	1	19			4	4	23	48
Employed since release, unemployed at present	2						2	1		1	2	4	8
Unemployed since release[b]	2	1		2		1	6	4			4	10	21
Inactive parole status due to criminal activity while in PRC	1			1			2	2			2	4	8
Inactive parole status due to criminal activity following release		1		1	2		4		1	2	3	7	15
- employed at arrest													
- unemployed at arrest		(1)		(1)	(1)		(3)		(1)	(2)	(3)	(6)	
- employment status at arrest unknown	—	—	—	—	(1)	—	(1)	—	—	—	—	(1)	—
Total	10	4	5	6	6	2	33	7	1	7	15	48	100

[a] Includes two parolees under supervision in other states.
[b] No offender was unemployed due to participation in an education program.

Source: LCER Case Survey.

Table B-7

Residence Alternatives to New York City Parole Resource Centers, by Center and Resident Category

Residence Alternative	Holy Apostles		Hannum House		White Plains YMCA		NYC Area PRCs	Percent
	ECTFEP	ODOP	ECTFEP	ODOP	ECTFEP	ODOP		
No alternative	1	2		3	1		7	21.2
Indication of satisfactory residence alternative	1				2		3	9.1
Indication of unsatisfactory residence alternative	3	1	2	2		1	9	27.3
Indication of residence alternative, acceptability unknown	5	1	3		2		11	33.3
Unknown	—	—	—	1	1	1	3	9.1
Total	10	4	5	6	6	2	33	100.0

Note: Categories defined as follows:

no alternative -- inmate is without roots in the community, and has been unable to formulate a residence program for review by the Parole Board.
satisfactory alternative -- parole investigator judges inmate's proposed residence program as satisfactory.
unsatisfactory alternative -- Parole Board deems proposed residence unsatisfactory, or parole investigator believes residence program is inadvisable.
acceptability unknown -- case folder contains no reference to acceptability of residence program proposed by inmate.
unknown -- case folder contains no information regarding residence program.

Source: LCER Case Survey.

Table B-8

Resident Ethnicity, by Center and Resident Category

Center and Resident Category	Ethnicity			
	Black	White	Puerto Rican/ Spanish Surname	Total
NYC Area PRCs				
Holy Apostles, NYC				
ECTFEP	6	1	3	10
ODOP	4			4
Hannum House, NYC				
ECTFEP	2	1	2	5
ODOP	3	2	1	6
White Plains YMCA				
ECTFEP	2		4	6
ODOP	1	1	—	2
Total	18	5	10	33
Upstate PRCs				
Build, Buffalo				
ODOP	6	1		7
Emergency referral		1		1
Salvation Army, Rochester				
ODOP	3	3	1	7
Total	9	5	1	15
Grand Total	27	10	11	48
Percent	56	21	23	100

Source: LCER Case Survey.

Table B-9

Resident Marital Status, by Center and Resident Category

Center and Resident Category	Marital Status						
	Single	Married	Widowed	Separated	Divorced	Unknown	Total
NYC Area PRCs							
Holy Apostles, NYC							
ECTFEP	6	2	1	1			10
ODOP	4						4
Hannum House, NYC							
ECTFEP	2	1		2			5
ODOP	3		1	1	1		6
White Plains YMCA							
ECTFEP	3			1		2	6
ODOP	2	—	—	—	—	—	2
Total	20	3	2	5	1	2	33
Upstate PRCs							
Build, Buffalo							
ODOP	4				2	1	7
Emergency referral	1						1
Salvation Army, Rochester							
ODOP	4		1		1	1	7
Total	9		1		3	2	15
Grand Total	29	3	3	5	4	4	48
Percent	60.4	6.3	6.3	10.4	8.3	8.3	100.0

Source: LCER Case Survey.

Table B-10

Educational Level Attained by Offender at Time of Release to Parole Resource Center, by Center and Resident Category

Center and Resident Category	Grade Completed					
	Less Than 6	6-8	9-11	High School Diploma or Equivalency	Unknown	Total
NYC Area PRCs						
Holy Apostles, NYC						
ECTFEP	2		6	2		10
ODOP			3		1	4
Hannum House, NYC						
ECTFEP			2	3		5
ODOP		2	2	2		6
White Plains YMCA						
ECTFEP	1		1	2	2	6
ODOP	—	—	1	1	—	2
Total	3	2	15	10	3	33
Upstate PRCs						
Build, Buffalo						
ODOP	1	1	1	1	3	7
Emergency referral				1		1
Salvation Army, Rochester						
ODOP	—	—	5	—	2	7
Total	1	1	6	2	5	15
Grand Total	4	3	21	12	8	48
Percent	8	6	44	25	17	100

Source: LCER Case Survey.

Table B-11

Illness, by Parole Resource Center and Resident Category

Center and Resident Category	No Physical or Mental Illness	Physical Illness Only	Mental Illness Only	Physical and Mental Illness	Unknown	Total
NYC Area PRCs						
Holy Apostles						
ECTFEP	8	1			1	10
ODOP	4					4
Hannum House						
ECTFEP	5					5
ODOP	2	2		1	1	6
White Plains YMCA						
ECTFEP	4				2	6
ODOP	2	—		—	—	2
Total	25	3		1	4	33
Upstate PRCs						
Build, Buffalo						
ODOP	6	1				7
Emergency referral			1			1
Salvation Army, Rochester						
ODOP	7	—	—			7
Total	13	1	1			15
Grand Total	38	4	1	1	4	48
Percent	80	8	2	2	8	100

Source: LCER Case Survey.

Table B-12

Parolee Histories of Substance Abuse,
by Center and Resident Category

Parole Resource Centers and Resident Category	Substance Abuse: Drugs Only	Alcohol Only	Drugs and Alcohol	None	Unknown	Total
NYC Area PRCs						
Holy Apostles, NYC						
ECTFEP	6		2	1	1	10
ODOP	2	1		1		4
Hannum House, NYC						
ECTFEP	1	1	1	2		5
ODOP	1	3	1	1		6
White Plains YMCA						
ECTFEP	3	1		2		6
ODOP	1	—	—	1	—	2
Total	14	6	4	8	1	33
Upstate PRCs						
Build, Buffalo						
ODOP	3	2		2		7
Emergency referral				1		1
Salvation Army, Rochester						
ODOP	2	—		5		7
Total	5	2		8		15
Grand Total	19	8	4	16	1	48
Percent	40	17	8	33	2	100

Source: LCER Case Survey.

Table B-13

Age on Release to Parole Resource Center, by Center and Resident Category

Center and Resident Category	Age										
	Under 21	21-24	25-29	30-34	35-39	40-44	45-49	50-54	55 or over	Unknown	Total
NYC Area PRCs											
Holy Apostles, Inc.											
ECTFEP		4	3	2				1			10
ODOP			1	2		1					4
Hannum House, NYC											
ECTFEP	1	2	1	1							5
ODOP		1	1		1	2		1			6
White Plains YMCA											
ECTFEP		2		2						2	6
ODOP	1	—	1	—	—	—		—		—	2
Total	2	9	7	7	1	3		2		2	33
Upstate PRCs											
Build, Buffalo											
ODOP		2	4	1							7
Emergency referral			1								1
Salvation Army, Rochester											
ODOP	2	1	2	1					1		7
Total	2	3	7	2					1		15
Grand Total	4	12	14	9	1	3		2	1	2	48
Percent	8.3	25.0	29.2	18.8	2.0	6.3		4.2	2.0	4.2	100.0

Source: LCER Case Survey.

Table B-14

Security Classification of Resident's Correctional Facility of Release, by Parole Resource Center and Resident Category

Center and Resident Category	Security Classification					
	Maximum A	Maximum B	Medium	Minimum	Facility of Release Unknown	Total
NYC Area PRCs						
Holy Apostles						
ECTFEP	3		5	2		10
ODOP	2	1	1			4
Hannum House						
ECTFEP	1	1	2	1		5
ODOP	3		3			6
White Plains YMCA						
ECTFEP	2	1	2		1	6
ODOP	1	—	1	—	—	2
Total	12	3	14	3	1	33
Upstate PRCs						
Build, Buffalo						
ODOP	6				1	7
Emergency referral	1					1
Salvation Army, Rochester						
ODOP	6		1		—	7
Total	13		1		1	15
Grand Total	25	3	15	3	2	48
Percent	52.0	6.3	31.3	6.3	4.1	100.0

Source: LCER Case Survey.

Table B-15

Offender Institutional Adjustment,
by Parole Resource Center and Resident Category

Center and Resident Category	Adjustment				
	Superior	Generally Satisfactory	Generally Unsatisfactory	Unknown	Total
NYC Area PRCs					
Holy Apostles, NYC					
ECTFEP	4	6			10
ODOP	1	3			4
Hannum House, NYC					
ECTFEP	2	2	1		5
ODOP	2	2	1	1	6
White Plains YMCA					
ECTFEP	3	2		1	6
ODOP	—	1	1	—	2
Total	12	16	3	2	33
Upstate PRCs					
Build, Buffalo					
ODOP	1	5	1		7
Emergency referral				1	1
Salvation Army, Rochester					
ODOP	1	3	—	3	7
Total	2	8	1	4	15
Grand Total	14	24	4	6	48
Percent	29	50	8	13	100

Source: LCER Case Survey.

Table B-16

Crime of Conviction, by Center and Resident Category

Crime of Conviction	Holy Apostles		Hannum House		White Plains		NYC Area PRCs	Build, Buffalo		Salvation Army, Rochester	Upstate PRCs	All PRCs	Percent
	ECTFEP	ODOP	ECTFEP	ODOP	ECTFEP	ODOP		ODOP	Emergency Referral	ODOP			
Murder 2°										1	1	1	2.0
Manslaughter 1°		1		2	1		4					4	8.0
Assault 2°	1						1					1	2.0
Attempted assault					1		1	1	1		2	3	6.3
(1°)					(1)		(1)					(1)	
(2°)								(1)	(1)		(2)	(2)	
Robbery	5	3	1	1	1		11	5		2	7	18	38.0
(1°)	(2)	(1)	(1)	(1)	(1)		(6)					(6)	
(2°)	(2)	(1)					(3)	(3)		(1)	(4)	(7)	
(3°)	(1)	(1)					(2)	(2)			(2)	(4)	
degree unknown										(1)	(1)	(1)	
Attempted robbery	1		1	2	1		5					5	11.0
(1°)			(1)	(1)			(2)					(2)	
(2°)	(1)				(1)		(2)					(2)	
(3°)				(1)			(1)					(1)	
Burglary			1				1			2	2	3	6.3
(2°)			(1)				(1)					(1)	
(3°)										(2)	(2)	(2)	
Attempted burglary 3°	1					1	2	1			1	3	6.3
Grand larceny 3°				1			1			1	1	2	4.0
Criminal sale of controlled substance	2						2			1	1	3	6.3
(3°)	(1)						(1)					(1)	
(5°)	(1)						(1)					(1)	
degree unknown										(1)	(1)	(1)	
Criminal possession of controlled substance					1		1					1	2.0
(3°)					(1)		(1)					(1)	
Criminal possession of weapon 3°			1				1					1	2.0
Youthful offender			1			1	2					2	4.0
Unknown	—	—	—	—	1	—	1	—	—	—	—	1	2.0
Total	10	4	5	6	6	2	33	7	1	7	15	48	100.0

Source: LCER Case Survey.

Table B-17

Prior Criminal Records of Parole Resource Center Residents, by Center and Resident Category

Criminal Record	Holy Apostles ECTFEP	Holy Apostles ODOP	Hannum House ECTFEP	Hannum House ODOP	White Plains ECTFEP	White Plains ODOP	NYC Area PRCs	Build, Buffalo ODOP	Build, Buffalo Emergency Referral	Salvation Army, Rochester ODOP	Upstate PRCs	All PRCs	Percent
Juvenile record	1	1	1				3	2		2	4	7	15
No juvenile record	9	3	4	6	4	2	28	5	1	5	11	39	81
Record unknown	—	—	—	—	2	—	2	—	—	—	—	2	4
Total	10	4	5	6	6	2	33	7	1	7	15	48	100
No prior arrests (adult)	1			1	2	1	5	1		1	2	7	15
Prior arrests	9	4	5	5	2	1	26	6	1	6	13	39	81
1-2	(3)		(1)		(1)		(5)			(1)	(1)	(6)	
3-4	(2)		(1)	(1)			(4)	(1)		(2)	(3)	(7)	
5-6	(3)		(2)	(1)			(6)			(1)	(1)	(7)	
7-8	(1)	(2)	(1)				(4)	(2)			(2)	(6)	
9-10				(2)	(1)		(3)					(3)	
11 or more		(1)		(1)		(1)	(3)	(3)	(1)	(2)	(6)	(9)	
number unknown		(1)					(1)					(1)	
Arrest record unknown	—	—	—	—	2	—	2	—	—	—	—	2	4
Total	10	4	5	6	6	2	33	7	1	7	15	48	100
No prior convictions if arrested	5		1	1	1		8	1	1	1	3	11	28
Prior convictions	4	4	4	3	1	1	17	5		5	10	27	69
1-2	(2)	(1)	(2)				(5)	(2)			(2)	(7)	
3-4	(1)	(1)	(1)		(1)		(4)	(3)		(3)	(6)	(10)	
5-6	(1)						(1)					(1)	
7 or more				(2)			(2)			(2)	(2)	(4)	
number unknown		(2)	(1)	(1)		(1)	(5)					(5)	
Record of conviction unknown	—	—	—	1	—	—	1	—	—	—	—	1	3
Total	9	4	5	5	2	1	26	6	1	6	13	39	100
No prior commitments to correctional facility, if convicted	1		2				3	2		4	6	9	33
Prior commitments	3	4	2	3	1	1	14	1		1	2	16	59
1	(2)	(1)	(2)				(5)	(1)		(1)	(2)	(7)	
2 or more	(1)	(3)		(3)	(1)	(1)	(9)					(9)	
number unknown													
Record of commitments unknown	—	—	—	—	—	—	—	2		—	2	2	8
Total	4	4	4	3	1	1	17	5		5	10	27	100

Source: *LCER Case Survey.*

Table B-18

Offender Employment Classification Upon Commitment
to Correctional Facility,
by Center and Resident Category

Center and Resident Category	Employment Classification				
	Skilled	Semi-Skilled	Unskilled	Unknown	Total
NYC Area PRCs					
Holy Apostles, NYC					
ECTFEP	1	3	5	1	10
ODOP			4		4
Hannum House, NYC					
ECTFEP	1	1	3		5
ODOP	1	1	3	1	6
White Plains, YMCA					
ECTFEP	2		2	2	6
ODOP	—	—	1	1	2
Total	5	5	18	5	33
Upstate PRCs					
Build, Buffalo					
ODOP			6	1	7
Emergency referral			1		1
Salvation Army, Rochester					
ODOP		1	6	—	7
Total		1	13	1	15
Grand Total	5	6	31	6	48
Percent	10.4	12.5	64.6	12.5	100.0

Source: LCER Case Survey.

Table B-19

Duration of Offender's Stay in Parole Resource Center, by Center and Resident Category

Center and Resident Category	Days in Residence								
	Under 21	21-40	41-60	61-80	81-100	101-120	over 120	Unknown	Total
NYC Area PRCs									
Holy Apostles									
ECTFEP		1	5	1	2			1	10
ODOP			2		2				4
Hannum House									
ECTFEP					5				5
ODOP		1		1	2	1	1		6
White Plains YMCA									
ECTFEP	1		1	1	3				6
ODOP	—	—	1	—	1	—	—	—	2
Total	1	2	9	3	15	1	1	1	33
Upstate PRCs									
Build, Buffalo									
ODOP	3	2	2						7
Emergency referral		1							1
Salvation Army, Rochester									
ODOP	3	—	3	1					7
Total	6	3	5	1					15
Grand Total	7	5	14	4	15	1	1	1	48
Percent	14.6	10.4	29.2	8.3	31.2	2.1	2.1	2.1	100.0

Note: Includes absconders and persons removed from PRC for treatment in other facilities.

Source: LCER Case Survey.

PROGRAM AUDITS OF THE
LEGISLATIVE COMMISSION ON EXPENDITURE REVIEW

Manpower Training in New York State, February 16, 1971.*

Narcotic Drug Control in New York State, April 7, 1971.*

Fish and Wildlife Research in New York State, June 24, 1971.*

Marital Conciliation in New York State Supreme Court, August 16, 1971.*

Construction of Dormitories and Other University Facilities, December 1, 1971.*

Office Space for New York State, January 17, 1972.*

State Supplied Housing for Employees, February 11, 1972.*

Middle Income Subsidized Housing in New York State, February 29, 1972,*

New York State Criminal Justice Information System, March 17, 1972.*

New York State Division For Youth Programs, April 21, 1972.*

Snow and Ice Control in New York State, May 31, 1972.*

Urban Education Evaluation Reports for the Legislature, June 30, 1972.*

The Role of the Design and Construction Group in the New York State Construction Program, July 7, 1972.*

Consumer Food Health Protection Services, August 17, 1972.*

Milk Consumer Protection Programs, September 15, 1972,*

State University Construction Fund Program, October 5, 1972.*

Surplus and Unused Land in New York State, January 15, 1973.*

Evaluation of Two Year Public College Trends, 1966-1971, April 2, 1973.*

Educational Television in New York State, July 6, 1973.*

Construction of Mental Hygiene Facilities, October 3, 1973.*

Community Mental Health Services, October 10, 1973.*

The Acquisition and Construction of Drug Abuse Treatment Facilities, January 18, 1974.*

State University Health Science Programs, January 24, 1974.*

Day Care of Children, February 14, 1974.*

State Aid to Libraries, March 4, 1974.*

Health Insurance For Government Employees, May 30, 1974.*

Civil Service Recruitment of State Professional Personnel, June 17, 1974.*

Retail Services in Government Agencies, September 10, 1974.*

Nuclear Development and Radiation Control, October 1, 1974.*

College for the Disadvantaged, October 15, 1974.*

Driver Licensing and Control Programs, October 20, 1974.

State Historic Preservation Programs, November 1, 1974.*

Industrial Development in New York State, November 25, 1974.*

Programs for the Aged, March 31, 1975.

New York State Fair, April 15, 1975.

New York State Parkways, April 21, 1975.

Tri-State Regional Planning Commission Programs, May 5, 1975.*

Foster Care For Children, May 29, 1975.

Disadvantaged Students in Public Two-Year Colleges, July 25, 1975.

Human Rights Programs in New York State, August 18, 1975.

Patients Released From State Psychiatric Centers, August 29, 1975.*

Financial Aid to Crime Victims, October 31, 1975.

Persons Released From State Developmental Centers, December 18, 1975.

New York State Job Placement Programs, December 30, 1975.

Pre-Kindergarten Programs, December 31, 1975.

DOT Real Estate Program, April 15, 1976.

Solid Waste Management in New York State, May 20, 1976.

Boards of Cooperative Educational Services Programs, June 28, 1976.*

Boards of Cooperative Educational Services Finances, June 30, 1976.

Workmen's Compensation Program for State Employees, July 30, 1976.*

Public Pension Fund Regulation, October 29, 1976.

Computers in New York State Government, December 1, 1976.

Health Planning in New York State, January 3, 1977.*

The Optional Service Charge Law, March 11, 1977.

Immunization of Children, May 27, 1977.

State Parks and Recreation Program, October 11, 1977.

State Travel Costs, December 15, 1977.

Venereal Disease Control, December 16, 1977.

State Environmental Permits, December 19, 1977.

Pupil Transportation Programs, January 30, 1978.

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Vacation Credit Exchange, June 16, 1978.

Adirondack Park Planning and Regulation, July 31, 1978.

School Food Programs, August 7, 1978.

SUNY Developing and Nontraditional Colleges, September 26, 1978.

Newborn Metabolic Screening Program, October 31, 1978.

Fiscal Effect of State School Mandates, December 20, 1978.

School District Budget Voting and Contingency Budgeting, December 26, 1978.

State Aid for Operating Sewage Treatment Plants, April 16, 1979.

Crime Victims Compensation Program, April 23, 1979.

Drinking Driver Program, May 15, 1979.

Unemployment Insurance for State Employees, July 20, 1979.

Work Programs for Welfare Recipients, July 27, 1979.

CETA Programs in New York State, August 24, 1979.

Parole Resource Centers, August 31, 1979

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